





SAN FRANCISCO  
PUBLIC LIBRARY

REFERENCE BOOK

*Not to be taken from the Library*

SAN FRANCISCO PUBLIC LIBRARY



3 1223 90204 5047



A very faint, large watermark-like image of a classical building with four prominent columns is visible in the background of the page.

Digitized by the Internet Archive  
in 2012 with funding from  
California State Library Califa/LSTA Grant

<http://archive.org/details/3sanfranciscourba19691970>





REF  
781.479  
S252sa  
y-3

Our vistas are our one inimitable asset and we are blowing them in a numbers game of building blocks instead of thinking in terms of open space, green belts and just plain room to move about in. When the last building blocks the final view, where then shall we look for the soul of the city?



A CITY is people, little shops, a corner grocery, a lunch counter, a bar, a shoeshine stand, a Chinese laundry — the kind of places that are wiped out to make room for the soulless monsters. Who wants a city that only looks striking from a distant promontory? What makes a city beautiful is the life that throbs in a thousand small ways at its heart — that is the heart of the matter.

Preliminary Report No. 3

# GOALS OBJECTIVES POLICIES



SAN FRANCISCO  
PUBLIC LIBRARY

REFERENCE BOOK

*Not to be taken from the Library*

Co Department of City Planning  
1969

THE PREPARATION OF THIS MAP WAS FINANCED  
IN PART THROUGH AN URBAN PLANNING GRANT  
FROM THE DEPARTMENT OF HOUSING AND URBAN  
DEVELOPMENT, UNDER THE PROVISIONS OF SEC 701  
OF THE HOUSING ACT OF 1954, AS AMENDED

Our vistas are our one inimitable asset and we are blowing them in a numbers game of building blocks instead of thinking in terms of open space, green belts and just plain room to move about in. When the last building blocks the final view, where then shall we look for of the city?



A CITY is people, little shops, a civery, a lunch counter, a bar, a shoeshine Chinese laundry — the kind of places wiped out to make room for the soulusters. Who wants a city that only looks from a distant promontory? What makes beautiful is the life that throbs in a small ways at its heart — that is the heart of the matter.

Preliminary Report No. 3

# GOALS OBJECTIVES and POLICIES

San Francisco Department of City Planning  
December 1969

THE PREPARATION OF THIS MAP WAS FINANCED  
IN PART THROUGH AN URBAN PLANNING GRANT  
FROM THE DEPARTMENT OF HOUSING AND URBAN  
DEVELOPMENT, UNDER THE PROVISIONS OF SEC. 701  
OF THE HOUSING ACT OF 1954, AS AMENDED

DOCUMENTS DEPT.  
SAN FRANCISCO  
PUBLIC LIBRARY

REF 711.4097 Sa528p  
no.3

San Francisco urban  
design study  
1969-1970.

SAN FRANCISCO  
PUBLIC LIBRARY

84-13

## SAN FRANCISCO CITY PLANNING COMMISSION

Mortimer Fleishhacker  
President  
James S. Kearney  
Vice President  
William M. Brinton  
Walter S. Newman  
Mrs. Charles Porter  
Thomas J. Mellon  
Chief Administrative Officer  
Virgil L. Elliot  
Alternate  
James K. Carr  
Manager of Utilities  
James J. Finn  
Alternate

## SAN FRANCISCO CITY PLANNING DEPARTMENT

Allan B. Jacobs  
Director of Planning  
Edward I. Murphy  
Assistant Director  
Dean L. Macris  
Assistant Director -  
Plans and Programs  
R. Spencer Steele  
Assistant Director -  
Implementation  
Lynn E. Pio  
Administrative Secretary

### CONTRIBUTING STAFF:

#### Urban Design

Richard D. Hedman  
Project Manager

Lois J. Chale  
William J. Duchek  
Theodore P. Mittet  
Dennis M. Ryan  
Elizabeth A. Seltzer  
James F. White

#### Graphics

Frank E. Hendricks  
Senior City Planning  
Draftsman  
Donald A. Brown  
Jean E. Cody  
Eda Kavin  
Frances R. Lawsing

#### Typing

Lenora Lee  
Ibbie L. Simms  
Phyllis S. Winnick

## URBAN DESIGN ADVISORY COMMITTEE

John Anderson  
Edward Bassett  
Henrik Bull  
Mrs. Richard Cahn  
Larry Coore  
Aristides Demetrios  
Mrs. Morse Erskine  
Mrs. John Henderson  
Terrill Hill  
John Jacobs  
Merrill Jew  
Edward Lawson

William Rosso  
Bob Lilenthal  
Robert Lomax  
David Mayes  
Joseph Caverly  
John Shellenberger  
Sherwood Stockwell  
Myron Tatarian

Walter Newman  
Mortimer Fleishhacker  
Andrew Butler  
Michael Doyle  
Thomas Mellon





## CONTENTS

	<u>Page No.</u>
INTRODUCTION	1
BACKGROUND	4
Major Physical Changes	4
Social Concerns and People's Views	8
Relevance to Urban Design	11
URBAN DESIGN GOALS, OBJECTIVES, AND POLICIES	13
Urban Design Goal I	16
Urban Design Goal II	21
Urban Design Goal III	25
Urban Design Goal IV	29
REFINING AND USING GOALS	31
QUESTIONNAIRE	



URBAN DESIGN GOALS, OBJECTIVES, AND POLICIES  
A PRELIMINARY STATEMENT

INTRODUCTION

San Francisco has a magnificent physical setting, its hills, views, and waterfronts have made it a favored place among cities of the world. These environmental assets can no longer be taken for granted, and citizens must plan how to preserve them. Values must be perceived and concerns identified; then objectives and policies should be adopted which recognize the greatness of the City's potential and the urgency of its needs.

This report is a first step toward city-wide urban design goals and should provide a basic framework for the Urban Design Plan, now being prepared by the Department of City Planning. The plan when completed will include a revised and more specific statement of general city-wide policies which eventually will be included in the City's Comprehensive Plan. In addition, specific urban design proposals for one or two districts of the City will be prepared in some depth during the course of the project.

The Urban Design Plan will include recommendations on such elements as the desirable form, mass, and height of development for the various parts of the City, and specifically, for significant topographical features within the City. There will be recommendations for visual and recreational open spaces



which will identify current deficiencies as well as opportunities and establish criteria for improvement. Design treatment of City streets will be recommended. Specific policy statements will be developed on priorities for improving the quality of the physical environment in San Francisco's many communities.

These city-wide Goals, Objectives, and Policies are the product of much thoughtful discussion in monthly meetings of the Urban Design Advisory Committee. The Committee considered basic values and priorities for guiding the City's future physical growth, and offered many recommendations for this report.

The long history of San Francisco residents' involvement in public hearings on zoning cases and other issues affecting the way the City looks and works on their block, in their neighborhood, and for the City as a whole is expressive of their concern for their environment. The Department's experience drawn from public hearings on many City issues represents another major source of information.

Another source has been a number of surveys conducted as part of the Urban Design project to determine citizens' views toward the environment and to assess systematically certain physical factors important to urban design. The amount of information is extensive and has been reported in detail in other staff papers.

Information gathered from these surveys, from discussions with the Urban Design Advisory Committee, and from public hearings



on zoning and planning issues over the years, has provided essential background material for this phase of work on Goals, Objectives, and Policies for the Urban Design Plan of San Francisco.

The Goals, Objectives, and Policies in this report are preliminary and general in nature. In subsequent phases of work, more specific sub-policies will be developed. They will appear in the final Urban Design Study report. The reader is invited to assist in improving this statement of Urban Design Goals, Objectives, and Policies by filling out a short questionnaire in the back of this report.



## I. BACKGROUND

San Francisco, like all cities, is changing every day. Decisions which induce these changes -- whether they are decisions on building locations, zoning, or transportation improvements -- have a major effect on the City's form. If San Francisco is to realize the potential of its unique resources -- hills, valleys, views, waterfronts -- daily decisions producing change must be guided through a comprehensive and integrated design plan and process.

The forces of change in San Francisco are complex and far reaching. They include such diverse factors as expansion of the financial district, construction generated by the increasing importance of tourism, varying social characteristics and population shifts, renewed activity around the waterfront, the expansion of transportation facilities, growing demand for more medical facilities, and the need for more housing. Many of these developments point to positive signs of change. On the other hand, deterioration of certain residential and commercial areas has an equally important though negative effect on the City's vitality. Changes of this nature constitute obstacles to the City's overall development, and must be given the same consideration as changes caused by growth.

### Major Physical Changes

Among the most dramatic physical changes in recent years is



The rapid expansion of office space in the central business district. It can be expected to make major imprints on the City's form and, without suitable public policies, undesirably expand the boundaries of the traditional central business district. Development is growing more intensely skyward in the area around California and Montgomery Streets. It is also clear that the Yerba Buena Redevelopment project will have major impact on extending the central business district to the south of Market Street. At the same time, the Golden Gateway project at the foot of Market and other proposed construction projects may push major building intensity to the east and north of the central business district.

Tourism, now one of three most important industries, continues to spark development throughout the City. This trend, encouraged by new commercial activities such as the Japanese Trade Center and the renovation of old factory buildings in the Northern Waterfront area, is furthered by plans for several major hotels. The rapid expansion of tourism reinforces the need to preserve and enhance those qualities that make San Francisco a special place to visit, including its unique physical character.

Increased activity around the City's famous waterfront will continue to make a major impact on the City's form. The Northern Waterfront area is now a prime residential and commercial center, and economic studies recommend relocating



much of the working port activities to the south of their present location. This move will make possible additional residential, commercial, and office development at certain key shoreline locations recommended in the City's Northern Waterfront Plan.

Major changes in the transportation system, generated by increasing volumes of people coming into the City and traveling within the City, are having great impact on the man-made physical form of San Francisco. The Bay Area Rapid Transit (BART) system will stimulate radical changes along Market Street and through the Mission. The southern extension of the Embarcadero Freeway and the proposed India Basin Bridge will have an important effect on City appearance.

There are many other projects both large and small which, over the years, collectively will alter the City's appearance and form. The City is certain to change physically. Public projects alone will play a major role in selected areas.

Aside from the Yerba Buena and Golden Gateway Projects, redevelopment activities have already or soon will modify the physical characteristics in the Western Addition, Diamond Heights, and Hunters Point. The City's Model Neighborhood Program, now in the planning stage in the South Bayshore and under consideration in the Mission District, undoubtedly will involve physical changes to increase services and improve the living environment in these communities.



Other public agencies whose programs will affect the future of the City's form include the San Francisco Housing Authority. It is currently authorized and plans to build several thousand new units. The Authority, to achieve social objectives, has adopted a policy of scattered locations for new housing, which will have a much different effect upon their surroundings from that of the more traditional large project on a single site.

The City's Capital Improvements Program includes a variety of projects which influence City form. Among them are street improvements, parks, schools, and other public buildings. Public and private efforts to plant trees along streets and underground utility wires are other programs contributing to change in San Francisco.

As noted earlier, deterioration can alter the City's form and environment as significantly as trends in growth can. Large areas of San Francisco, particularly south of Market Street, are experiencing economic and physical deterioration. Urban design plans and policies must recognize these forces of decay in certain parts of the City and set priorities for public improvements designed to slow or reverse the trend and to achieve, as far as possible, a greatly improved environmental quality.

Changes will take place on specific pieces of land throughout



the City. And in each instance certain characteristics, both natural and man-made, must be respected, worked with and enhanced if the special beauty and character of San Francisco is to be maintained. Height and massive bulk in the wrong place can clash with the existing scale of surrounding development and detract from the natural land forms. Too intensive development can block access to the waterfront or provide insufficient open space for residents. The traditional street facade that makes so many neighborhoods delightful and uniquely "San Francisco" can be lost through poorly conceived setbacks, parking lots, or other alterations in the building pattern. Distinctive features and characteristics that set San Francisco apart from other cities must be protected during inevitable physical changes that will occur in the coming years.

#### Social Concerns and People's Views

If recommendations in the City's urban design plan are to improve the quality of the living and working environment, they must be based on goals shaped in a major way by the attitudes and views of San Francisco residents.

Four surveys, recently conducted for the Department, were concerned with how people perceive certain aspects of their environment. People were asked about problems in their neighborhood, about how they use their streets, their parks, and other community facilities. The findings from these



surveys provide a useful guide to formulating design policy through determining the importance people placed on certain physical factors in the environment.

When people were asked, in these surveys, about their concerns, many stressed the importance of certain social and economic factors. For example, it is not surprising that an overriding concern of many low- and middle-income people is the high cost and adequacy of housing. Great concern, however, was also expressed with the physical living environment, a matter of major significance to formulation of urban design policy.

The surveys show considerable variety in the things people are concerned about from one part of the City to another and from one group of people to another. There is satisfaction with living environment among people who live in areas where the quality of environment is relatively high and who have a high enough income to give them considerable mobility. They are able to consider many parts of the City and region as their living environment and tended to express their satisfaction in city-wide terms -- the good climate, the variety of physical features, the variety of people and activities. When they talked about their block, many respondents were enthusiastic about the mixture of social types. "New people moving in", "friendly people", "a mixture of people" were all reasons given for liking their block. They like being



convenient to shopping and other facilities. They are aware of the physical features of their block as well and mentioned some things that could be done to improve the appearance -- plant more trees, more landscaping, underground utility wires, provide parks within walking distance, and control through-traffic.

The people who expressed general dissatisfaction with their living environment usually have good reason for it. They are those who feel trapped, through lack of income and mobility, in poor quality areas of the City, and their expressed concerns tended to be limited in scale to their block and immediate environment. They are very concerned, for example, with the dirt and litter on the streets, the lack of maintenance of the houses, and the lack of police protection.

In talking about their block, survey respondents express two general types of concerns: the limitations of existing public facilities and street spaces and the need for additional facilities. It is clear that heavy volumes of traffic, particularly through-traffic, drastically affect the life style of residential areas. People tend to withdraw from their use of the streets, sidewalks, and fronts of their homes. This places a particular hardship on the immobile: the poor, the young, and the old whose lives are centered on their block. One of the most serious limitations imposed by traffic is that small children can't safely get to recreation areas even a short distance away. And at the



same time, the sidewalks and streets themselves become unsafe as play areas. Adults and older people also tend to limit their social activities on the block because of the danger, noise, and overbearing presence of automobile traffic.

There is widespread concern, especially among apartment dwellers, over the lack of on-street parking on or near their block. Some residents resent the small amount of parking provided by new commercial and industrial activities which reduce the supply of parking spaces that residents can use.

People have many suggestions for upgrading the living environment. High on the list is the need for parks or small places to sit within walking distance of home. The inadequacy of yard space is widely expressed. Children need play spaces that are safe. Many adults feel that the City should provide places for them to get together, places to sit and relax. Many residents put considerable importance on the general upgrading of their block -- the maintenance of buildings and yards, the cleanliness and maintenance of streets and sidewalks, improved street lighting, more street trees and landscaping, and undergrounding of utility wires.

#### Relevance to Urban Design

This brief background statement is clearly not an exhaustive catalogue of physical and social changes at work in San



Francisco; nor is it a thorough summary of findings from the several surveys undertaken as part of the urban design project. The background statement is presented as a preface to Goals, Objectives, and Policies to suggest the range of factors involving change that are relevant to urban design.

It is quite clear from the information gathered in surveys during the first phase of staff work that the Urban Design Plan must recognize the basic concerns for safety, comfort, and physical orientation which permit people to get about the City. Moreover, the plan must realize the vast effect on people's lives caused by automobile traffic. It must seek ways to enhance urban beauty and variety, and take cognizance of the degree to which open spaces add to the well-being of San Franciscans. It must also seek ways to protect hills and views, and recognize the essentially public nature of the waterfront areas.

Perhaps of equal importance, the Urban Design Plan and all future planning activities must contribute to the achievement of a balance between preservation and new development, consistent with the goals the City sets for itself.

The second half of this report presents a preliminary statement of Urban Design Goals, Objectives, and Policies, and where appropriate at this time, suggested actions for achieving them.



## II. URBAN DESIGN GOALS, OBJECTIVES, AND POLICIES

Four goals, a primary goal and three secondary goals, have been suggested as being fundamental to all plans and programs of the City. They establish the broad direction and concerns for San Francisco's Comprehensive Plan, including the Urban Design Plan.

Primary Goal: To expand opportunities for individual achievement and self-development, and to increase among all citizens a spirit of community, mutual respect, and cooperation.

Secondary Goals: (1) To increase opportunities for citizens' involvement in decisions affecting their lives and the future of their community.

(2) To improve the quality of the physical environment so that it is conducive to the satisfaction of human needs for health and safety, privacy, inspiration, and beauty.

(3) To strengthen the economy and provide increased job opportunities.

Within this hierarchy, the four urban design goals presented in this report are, in effect, sub-goals expanding upon and articulating Secondary Goal (2). The urban design goals delineate a broad area of concern for the Urban Design Study. The general objectives and policies under each goal focus



the application of the goal on specific areas of environmental concern. An interpretive paragraph follows each general policy to direct attention to implications for further work to make the policy operative.



goal:

To provide  
comfortable  
for a safe, clean,  
environment  
and  
all citizens.



## URBAN DESIGN GOAL I: TO PROVIDE A SAFE, CLEAN, AND COMFORTABLE ENVIRONMENT FOR ALL CITIZENS

In this rapidly changing age and region, the need to feel safe and secure is accentuated. Yet, each day when we leave our homes we are confronted with a multitude of uncertainties and potential dangers. Large intersections with complex traffic movements, for example, can create a sense of uncertainty in both driver and pedestrian. How many times have we asked ourselves, "Am I supposed to drive there?" or "Will I be safe walking here?" Good design can contribute to making such situations more predictable and safe just as adequate lighting can make parks and streets secure at night. The auto is not only a major threat to safety, it is also a principal source of noise, air pollution and vibration -- irritants that take another kind of human toll. Because it is such an important factor in our daily lives, it warrants special concern and attention.

Without safety and comfort, the variety of opportunities and the beauty that the City may offer are of little value. They are basic human concerns essential to the enjoyment of other amenities. They are, therefore, primary goals of any effective urban design plan.

Objective A. To make movement through the City dignified, and enjoyable.

### Policies

1. Streets and public areas where people walk and wait should be well-lighted.

Adequate lighting is one of the most important factors in personal safety for people who walk or wait outside after dark. Sufficient lighting should be ensured in commercial areas and their fringes where people walk to parked cars; around bus and transit stops; parking lots; around apartment-house areas where people have to depend on street parking, which is often several blocks from home, and in and near parks and recreation areas that are used at night.

The current adequacy of City lighting should be evaluated by appropriate City departments, and areas deficient in lighting should be identified and compared with areas of street crime incidence. A comprehensive schedule for improved lighting in problem areas should be devised, included in the City's Capital Improvement Program, and undertaken where possible in conjunction with programs for street improvements and undergrounding of utilities.



2. Benches and shelters should be provided where needed for comfort and convenience of the public. First priority should be given to areas with the greatest user need.

This is one of the simplest and least costly improvements that would add to people's comfort. Benches could be provided not only at transit stops, but along shopping streets and in residential neighborhoods.

The cost of providing benches need not rest wholly with the City. Private business groups, neighborhood associations, and individuals can be encouraged, through an organized program, to supply and maintain benches in specially designated areas in the public right of way as well as on private property.

3. All circulation systems should be visually clear and predictable in their operation.

Automobile driver, transit driver and rider, and pedestrian alike should be able to tell what is ahead. It should be obvious to each what route to take. Confusion is often prevalent at points where different means of travel intersect each other without clear articulation. Jumbles of advertising signs, road signs, lights, and other street furniture are often causes for confusion and danger.

Accident-rate information maintained by the Police Department should be analyzed as to the type and cause of accidents. Problem spots should be identified and priority improvements incorporated in the Capital Improvement Program. Improvements designed to clarify circulation systems could be tested for effectiveness in special project areas, such as in Federally Assisted Code Enforcement areas (FACE). Experiments could be designed to test the degree to which each improvement clarifies the system and cuts down on accident rates.

Objective B. To preserve and enhance the safety, cleanliness, and comfort of residential environments.

#### Policies

1. Street and sidewalks and vacant lots should be well maintained and clear of litter and debris.



The quality of the environment in certain parts of the City can be greatly improved by intensified programs of street maintenance and cleaning, and by enforcing requirements that privately owned vacant lots are kept free of litter. The City might review street maintenance and street cleaning schedules in light of environmental quality ratings recently done by the Department of City Planning.

2. Major trafficways should not divide homogeneous communities.

This policy should be applied when designing street improvements to major thoroughfares. Streets designated to accommodate increased through-traffic could be evaluated partly on the effect the proposed improvement would have on communities. In addition, existing major streets could be evaluated to determine whether improvements can be made to reduce negative effects on adjacent communities.

3. Through-traffic should be discouraged on residential streets

When streets designed to carry heavy volumes of intercity and intracity through-traffic approach capacity and become congested, there is a tendency for drivers to use adjacent parallel streets, many of which run through residential areas. The consequence is usually a reduction of the desirability and livability of such streets. If San Francisco is to compete effectively with the suburbs as a desirable place to live, maintaining high standards in the residential environment is essential. High priority should be given to actions which protect residential areas from the intrusion of excessive through traffic.

When the number of cars reaches a predetermined level, changes should be made that will discourage through-traffic movement, such as installing stop signs, changing timing of traffic signals, and restricting movement at intersections. Simultaneously, ways should be sought to increase the traffic capacity of the major thoroughfares. However, protection of residential areas must not be contingent on such improvements and should receive at least as high priority as the provision of new, high-capacity thoroughfares.

Project priorities for street changes in the Capital Improvement Program should consider the degree to which each project contributes to implementing this policy.

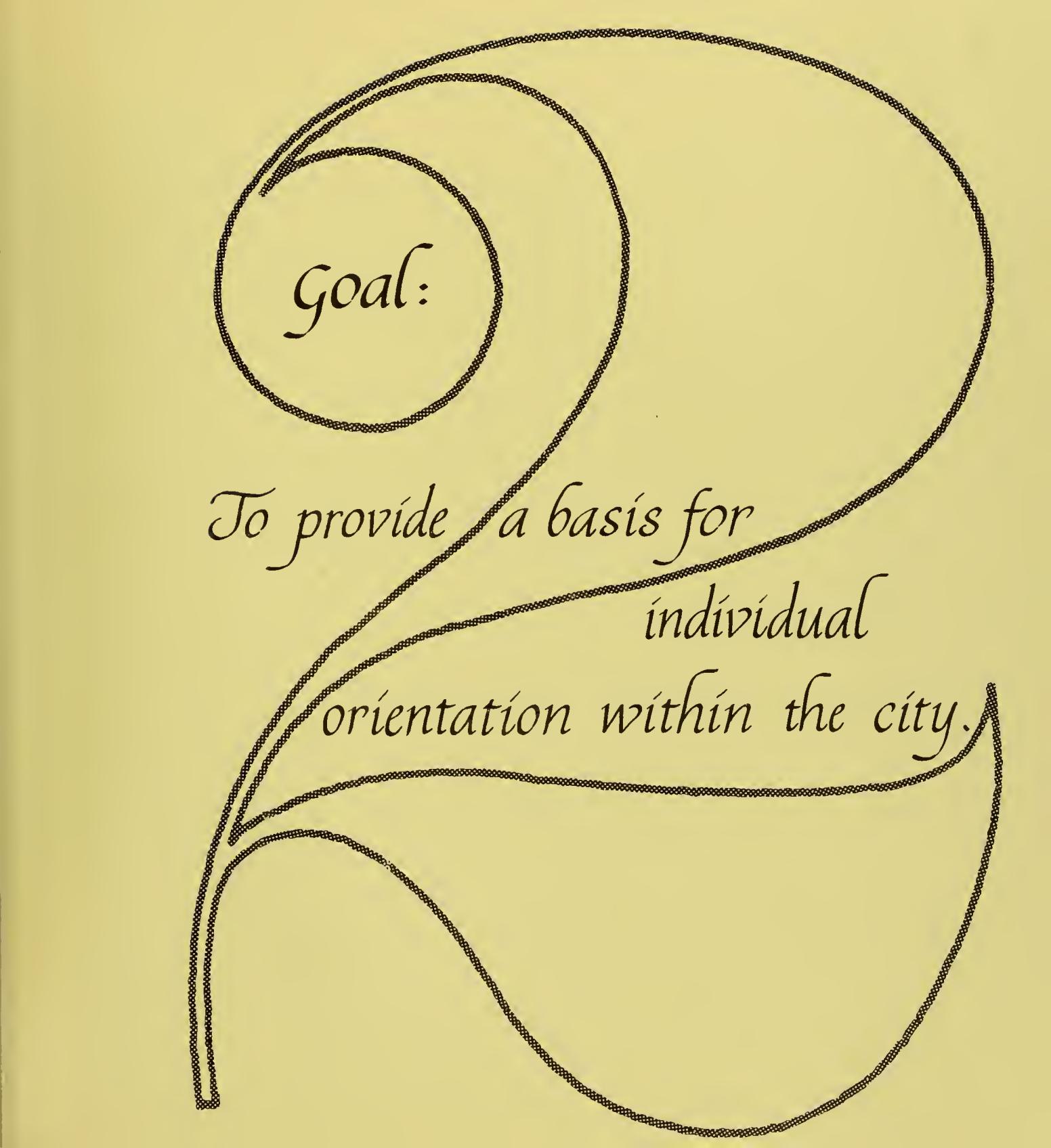


4. Residential areas or other areas with high concentrations of people should be adequately protected from heavily used trafficways generating irritating levels of noise, vibration, and pollution.

Many major trafficways in the City run through residential areas or through areas where there are high concentrations of people. Residential areas can be protected from the adverse effect of heavy traffic volumes by the development of heavily planted landscaped buffer areas between the residential frontage and traffic, by the creation of frontage roads separating heavy fast traffic from local access, and by other measures that screen and separate traffic from houses.

This policy will most likely be achieved on an incremental basis; that is, a project to widen a street to accommodate more traffic could include provisions for protecting adjoining uses from the effects of the traffic. The City could identify these problem areas in the existing system and consider methods for resolving conflicts between heavy auto use and concentrations of people.

12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25  
26  
27  
28  
29  
30  
31  
32  
33  
34  
35  
36  
37  
38  
39  
40  
41  
42  
43  
44  
45  
46  
47  
48  
49  
50  
51  
52  
53  
54  
55  
56  
57  
58  
59  
60  
61  
62  
63  
64  
65  
66  
67  
68  
69  
70  
71  
72  
73  
74  
75  
76  
77  
78  
79  
80  
81  
82  
83  
84  
85  
86  
87  
88  
89  
90  
91  
92  
93  
94  
95  
96  
97  
98  
99  
100  
101  
102  
103  
104  
105  
106  
107  
108  
109  
110  
111  
112  
113  
114  
115  
116  
117  
118  
119  
120  
121  
122  
123  
124  
125  
126  
127  
128  
129  
130  
131  
132  
133  
134  
135  
136  
137  
138  
139  
140  
141  
142  
143  
144  
145  
146  
147  
148  
149  
150  
151  
152  
153  
154  
155  
156  
157  
158  
159  
160  
161  
162  
163  
164  
165  
166  
167  
168  
169  
170  
171  
172  
173  
174  
175  
176  
177  
178  
179  
180  
181  
182  
183  
184  
185  
186  
187  
188  
189  
190  
191  
192  
193  
194  
195  
196  
197  
198  
199  
200  
201  
202  
203  
204  
205  
206  
207  
208  
209  
210  
211  
212  
213  
214  
215  
216  
217  
218  
219  
220  
221  
222  
223  
224  
225  
226  
227  
228  
229  
230  
231  
232  
233  
234  
235  
236  
237  
238  
239  
240  
241  
242  
243  
244  
245  
246  
247  
248  
249  
250  
251  
252  
253  
254  
255  
256  
257  
258  
259  
260  
261  
262  
263  
264  
265  
266  
267  
268  
269  
270  
271  
272  
273  
274  
275  
276  
277  
278  
279  
280  
281  
282  
283  
284  
285  
286  
287  
288  
289  
290  
291  
292  
293  
294  
295  
296  
297  
298  
299  
300  
301  
302  
303  
304  
305  
306  
307  
308  
309  
310  
311  
312  
313  
314  
315  
316  
317  
318  
319  
320  
321  
322  
323  
324  
325  
326  
327  
328  
329  
330  
331  
332  
333  
334  
335  
336  
337  
338  
339  
340  
341  
342  
343  
344  
345  
346  
347  
348  
349  
350  
351  
352  
353  
354  
355  
356  
357  
358  
359  
360  
361  
362  
363  
364  
365  
366  
367  
368  
369  
370  
371  
372  
373  
374  
375  
376  
377  
378  
379  
380  
381  
382  
383  
384  
385  
386  
387  
388  
389  
390  
391  
392  
393  
394  
395  
396  
397  
398  
399  
400  
401  
402  
403  
404  
405  
406  
407  
408  
409  
410  
411  
412  
413  
414  
415  
416  
417  
418  
419  
420  
421  
422  
423  
424  
425  
426  
427  
428  
429  
430  
431  
432  
433  
434  
435  
436  
437  
438  
439  
440  
441  
442  
443  
444  
445  
446  
447  
448  
449  
450  
451  
452  
453  
454  
455  
456  
457  
458  
459  
460  
461  
462  
463  
464  
465  
466  
467  
468  
469  
470  
471  
472  
473  
474  
475  
476  
477  
478  
479  
480  
481  
482  
483  
484  
485  
486  
487  
488  
489  
490  
491  
492  
493  
494  
495  
496  
497  
498  
499  
500  
501  
502  
503  
504  
505  
506  
507  
508  
509  
510  
511  
512  
513  
514  
515  
516  
517  
518  
519  
520  
521  
522  
523  
524  
525  
526  
527  
528  
529  
530  
531  
532  
533  
534  
535  
536  
537  
538  
539  
540  
541  
542  
543  
544  
545  
546  
547  
548  
549  
550  
551  
552  
553  
554  
555  
556  
557  
558  
559  
550  
551  
552  
553  
554  
555  
556  
557  
558  
559  
560  
561  
562  
563  
564  
565  
566  
567  
568  
569  
570  
571  
572  
573  
574  
575  
576  
577  
578  
579  
580  
581  
582  
583  
584  
585  
586  
587  
588  
589  
590  
591  
592  
593  
594  
595  
596  
597  
598  
599  
600  
601  
602  
603  
604  
605  
606  
607  
608  
609  
610  
611  
612  
613  
614  
615  
616  
617  
618  
619  
620  
621  
622  
623  
624  
625  
626  
627  
628  
629  
630  
631  
632  
633  
634  
635  
636  
637  
638  
639  
640  
641  
642  
643  
644  
645  
646  
647  
648  
649  
650  
651  
652  
653  
654  
655  
656  
657  
658  
659  
660  
661  
662  
663  
664  
665  
666  
667  
668  
669  
660  
661  
662  
663  
664  
665  
666  
667  
668  
669  
670  
671  
672  
673  
674  
675  
676  
677  
678  
679  
680  
681  
682  
683  
684  
685  
686  
687  
688  
689  
690  
691  
692  
693  
694  
695  
696  
697  
698  
699  
700  
701  
702  
703  
704  
705  
706  
707  
708  
709  
700  
701  
702  
703  
704  
705  
706  
707  
708  
709  
710  
711  
712  
713  
714  
715  
716  
717  
718  
719  
720  
721  
722  
723  
724  
725  
726  
727  
728  
729  
720  
721  
722  
723  
724  
725  
726  
727  
728  
729  
730  
731  
732  
733  
734  
735  
736  
737  
738  
739  
730  
731  
732  
733  
734  
735  
736  
737  
738  
739  
740  
741  
742  
743  
744  
745  
746  
747  
748  
749  
740  
741  
742  
743  
744  
745  
746  
747  
748  
749  
750  
751  
752  
753  
754  
755  
756  
757  
758  
759  
760  
761  
762  
763  
764  
765  
766  
767  
768  
769  
760  
761  
762  
763  
764  
765  
766  
767  
768  
769  
770  
771  
772  
773  
774  
775  
776  
777  
778  
779  
780  
781  
782  
783  
784  
785  
786  
787  
788  
789  
790  
791  
792  
793  
794  
795  
796  
797  
798  
799  
800  
801  
802  
803  
804  
805  
806  
807  
808  
809  
800  
801  
802  
803  
804  
805  
806  
807  
808  
809  
810  
811  
812  
813  
814  
815  
816  
817  
818  
819  
820  
821  
822  
823  
824  
825  
826  
827  
828  
829  
830  
831  
832  
833  
834  
835  
836  
837  
838  
839  
830  
831  
832  
833  
834  
835  
836  
837  
838  
839  
840  
841  
842  
843  
844  
845  
846  
847  
848  
849  
840  
841  
842  
843  
844  
845  
846  
847  
848  
849  
850  
851  
852  
853  
854  
855  
856  
857  
858  
859  
860  
861  
862  
863  
864  
865  
866  
867  
868  
869  
860  
861  
862  
863  
864  
865  
866  
867  
868  
869  
870  
871  
872  
873  
874  
875  
876  
877  
878  
879  
880  
881  
882  
883  
884  
885  
886  
887  
888  
889  
880  
881  
882  
883  
884  
885  
886  
887  
888  
889  
890  
891  
892  
893  
894  
895  
896  
897  
898  
899  
900  
901  
902  
903  
904  
905  
906  
907  
908  
909  
900  
901  
902  
903  
904  
905  
906  
907  
908  
909  
910  
911  
912  
913  
914  
915  
916  
917  
918  
919  
920  
921  
922  
923  
924  
925  
926  
927  
928  
929  
930  
931  
932  
933  
934  
935  
936  
937  
938  
939  
930  
931  
932  
933  
934  
935  
936  
937  
938  
939  
940  
941  
942  
943  
944  
945  
946  
947  
948  
949  
940  
941  
942  
943  
944  
945  
946  
947  
948  
949  
950  
951  
952  
953  
954  
955  
956  
957  
958  
959  
960  
961  
962  
963  
964  
965  
966  
967  
968  
969  
960  
961  
962  
963  
964  
965  
966  
967  
968  
969  
970  
971  
972  
973  
974  
975  
976  
977  
978  
979  
980  
981  
982  
983  
984  
985  
986  
987  
988  
989  
980  
981  
982  
983  
984  
985  
986  
987  
988  
989  
990  
991  
992  
993  
994  
995  
996  
997  
998  
999  
1000



*Goal:*

*To provide a basis for  
individual  
orientation within the city.*



## URBAN DESIGN GOAL II: TO PROVIDE A BASIS FOR INDIVIDUAL ORIENTATION WITHIN THE CITY

The importance of distinctive character and visual structure is more easily understood if we imagine a city in which every block and street are identical, repeating itself mile after mile. The first thought that occurs is how easy it would be to become lost. We would have no means to tell where we were; if asked directions, we might be hard pressed to describe how to get to any part. The degree we depend upon landmarks and special features -- "turn right at the old church and continue to the divided road with the palm trees in the middle" -- is not often realized. There would, of course, in such a city be little reason to go from one place to another.

The hills and valleys are the source of much of the visual structure and special character of San Francisco, dividing parts of the City into distinct areas or communities. In this San Francisco is more fortunate than most other cities. Yet, there are large areas within the City that are confusing to residents as well as visitors.

### Objective A. To strengthen the City's visual structure.

#### Policies

1. The form of strong natural elements which provide orientation should be preserved and emphasized.

The hills, valleys, and waterfront areas of San Francisco provide a basic visual structure which helps the individual know where he is in the City. Any new development should enhance or emphasize these natural forms. In general, height should be developed on hilltops, and restricted on the slopes and in the valleys. The waterfront should be visible from many points in the City (see Policy IV, B, 3).

Specific form development policies for each of the major hills will be proposed in the Urban Design Plan.

2. All strong orienting features -- buildings, entrance points, special areas, landmarks -- should be preserved.

Man-made as well as natural forms provide orientation. Any strong forms, especially those which are architecturally or historically significant, should be preserved.

Areas which have a distinctive building form might be designated for special treatment, including a review of building



and demolition permits in order to maintain the unique character of an area.

3. Circulation systems should be designed and signed to distinguish clearly between intercity routes, intracity routes, local shopping streets, and residential streets.

This policy implies the need to extend the City's traffic-ways plan to designate streets based on their function. With functional designations, prototypes could be designed by each type of street, using criteria for safety, clarity, buffering, and discouraging through-traffic.

Designs would include coordination of street furniture, design of lighting, signs, signals, tree forms, as well as the width of pavement for moving traffic, parking, sidewalks, planter strips, and provisions for protecting adjacent uses from effects of heavy traffic. Areas in the City where the street system hierarchy is now unclear should be identified, specific solutions proposed, and priorities given to physical changes which would help clarify the street function with the city-wide system.

Objective B. To strengthen the distinctiveness and visual order of the City's districts.

Policies

1. Features which enhance the distinctive quality and sense of unique identity in each district should be preserved and enhanced wherever possible.

Certain natural and man-made features provide distinctiveness to local areas even though they are not significant on a city-wide scale.

These features can be identified in each district. Depending on their nature, action might be taken by local groups in cooperation with the City, by the Landmarks Preservation Board, or by other agencies, to preserve and enhance physical features which give special character to local areas.

在「中華人民共和國憲法」第 13 條規定：「公民的合法的私有財產不受侵犯。國家根據社會主義建設需要，可以依照法律規定對公民的私有財產徵收或者徵用並給與適當補償。」

2. Circulation systems, major building forms, and open spaces within each district should be designed and located in a logical order so that the routes to centers of activity are visually clear.

Shopping areas, community facilities, educational and recreational centers of community activity attracting many people should be visually evident through distinctive building form, landscaping and street lighting, and special signing. The streets leading to these centers should visually direct the individual to central destinations.

Specific design policies can be developed for each district and implemented by local business groups, in cooperation with the City, through a special street design program, revisions to the Planning Code, and location of major community facilities. Special attention is needed in areas currently without a high degree of visual character.

3. Buildings and areas of historic and cultural value should be preserved in an appropriate context to maintain a sense of continuity with the past.

The implementation of this policy has and should be handled by the Landmarks Preservation Board in conjunction with the Department of City Planning.



*Goal:*

*To offer a variety  
of pleasing  
environments  
suiting various  
individual  
needs.*



URBAN DESIGN GOAL III: TO OFFER A VARIETY OF PLEASING ENVIRONMENTS SUITING VARIOUS INDIVIDUAL NEEDS

The City must substitute concentrated urban variety for the extensive freedoms of rural life. Because of its intensity, the City necessarily restricts freedom of movement, privacy, and offers limited chances to enjoy nature. It must compensate for these limitations through the provision of an infinite variety of things to do and see, job opportunities, anonymity, and a variety of urban environments and settings for human activity. Without variety the City can become a trap, particularly for the less mobile: the very young, very old, and the poor. Environmental variety provides people with alternatives -- the chance to escape from daily concerns. Quiet residential streets can become oppressively dull without the contrast of active shopping, working, and recreational areas, serene parks counterpoint the often overwhelming energy of city life. Variety is essential because human needs are so varied from individual to individual, time to time.

Objective A. To offer all citizens the possibility of living and working in an environment which they feel has desirable distinctive qualities.

Policies:

1. Each district of the City should offer a mixture of residential, commercial, and recreational activities.

The application and approach for carrying out this policy will be defined more clearly in urban design activities scheduled for selected districts of the City.

2. A variety of open spaces suited to the needs of different age groups and activity interests should be provided in each area of the City.

A major objective of the Urban Design Study is to explore ways for expanding open space and making better use of existing spaces for recreational and leisure purposes. Existing open spaces will be evaluated in order to propose priority projects for improving the recreation system. Open space criteria will be developed and applied in public programs to improve neighborhoods.



3. Differences in the character of activity centers in each community should be encouraged and enhanced by complementary public improvements.

Centers of activity along with variety in residential areas help determine the image of identity of a district. San Francisco is fortunate in having a rich cultural and environmental variety from one part of the City to another.

Any investment made in or near the various centers of activity -- commercial areas, community facilities -- should be designed to enhance existing character of topography, historical or cultural background associated with the district.

4. The streetscape should be interesting and attractive, with an emphasis on the abutting residential and other activities and not upon garages and endless breaks in the curb for autos.

Recent development trends producing blank, monotonous "garage door facades" run counter to the traditional street pattern of San Francisco. Where this kind of development is extended, the result is a dull, lifeless streetscape; when inserted in older traditional streets, it detracts from their pleasing qualities. The closely spaced curb cuts that rows of garage entrances require prohibit landscaping and street-tree planting in precisely those areas where needed most. The number of garage entrances a building may have should be restricted.

Objective B. To broaden the range of environmental settings in monotonous, homogeneous areas.

Policy

New patterns of physical development and new patterns of activity and open space should be encouraged in monotonous areas.

Some areas of the City are not unique in appearance because of a flat terrain and uniformly low building height. It is difficult to distinguish visually one part of the area from another; where one community terminates and another begins; how one gets to shopping areas, to major traffic routes, to other parts of the City and region.



Diversity and special character should be encouraged in these areas by developing visually accessible open spaces, by allowing and encouraging centers of contrasting building form, and where appropriate, by locating city-wide functions within the community.

and the corresponding values of the other variables. In this way we can obtain the values of the variables for each individual in the family. This is done by using the equations of the model to predict the values of the other variables given the values of the variables that are observed. This is done by using the equations of the model to predict the values of the other variables given the values of the variables that are observed.

# *Goal:*

To create a pleasing  
urban development  
harmonious  
with the city's  
significant  
natural setting.

views and



URBAN DESIGN GOAL IV: TO CREATE A PLEASING URBAN DEVELOPMENT  
HARMONIOUS WITH THE NATURAL SETTING  
AND SIGNIFICANT VIEWS OF THE CITY

To be able to get away from the frantic, complicated involvement of urban life to a place where one can gain a new perspective on life -- perhaps to become inspired -- is a precious thing in the City. Hilltops with broad sweeping views, crashing waves along a rocky coastline, or the long views over the quiet water of the Bay and of passing ships offer unique opportunities in San Francisco. One of the most striking views, the one that delights visitor and resident alike, is the view of the City from across the water. This distinctive -- and fragile -- image of light-colored buildings cascading down the hills to the dark blue waters of the Bay and ocean, like other views of the City, can easily be lost: light-colored buildings replaced by dark and somber hues, finely textured buildings and slender towers by massive bulky forms. Once lost or damaged by thoughtless development, they cannot be restored. The preservation of our natural and man-made heritage is an essential prerequisite to the healthy growth and development of the City.

Objective A. To use the City's natural setting and existing  
urban development to the greatest advantage.

Policies

1. Recreational opportunities of the waterfront and hilltops  
should be emphasized.

Many hilltops and slopes in the City are sparsely developed and many places on the waterfront inefficiently used. Locations such as these have value for recreational use. The views and sense of openness at these points extend the visual open space beyond the borders of the land involved.

The City could adopt specific development policies and programs for key sites in conjunction with area planning studies during the course of the urban design project. Means for preserving and developing these locations for public use should be explored, using such techniques as the purchase of scenic easements or changes in the Planning Code to require that public access be maintained.



2. New buildings projecting above surrounding development should be light in color to maintain the image of a "white city", contrasting with the dark water of the Bay and Ocean.

This policy and the following one refer primarily to large new buildings being developed in the downtown area and might imply Planning Code revision or a mandatory design review of building plans in designated areas -- a new procedure for the City.

3. New development should complement the mass and texture of existing, nearby development.

Objective B. To complement and protect the public and private views of the City.

#### Policies

1. New development should not block good views from important locations and public open spaces within the City.

To be operative, this policy could be made specific by establishing a limit on the height of new buildings around designated view points.

2. Views down streets with pleasing views should not be blocked by development within the street right of way.

There are many streets which provide a corridor framed by building forms with impressive views of water, hills, unique structures, and open spaces. Preservation of view corridors is an important policy with regard to street vacations which require the approval of the City Planning Commission and the Board of Supervisors.

3. Development adjacent to and along the City's shores should not interrupt or detract from views of the Bay and Ocean or views of the City from across the water.

This is an important consideration in the development of specific shoreline policies and implies the need for low height limits along much of the shoreline.

the 12th century, and the 13th century AD. By the  
time of the 12th century, the first of these groups  
had been established, and the second group had  
begun to appear. The third group, which appeared  
in the 13th century, was the most numerous and  
had the largest number of individuals.

The first group of people in the 12th century  
was the Normans. They were a group of people  
from Normandy who had settled in England.  
They were known for their military power and  
their ability to control the country.

The second group of people in the 12th century  
was the French. They were a group of people  
from France who had settled in England.  
They were known for their military power and  
their ability to control the country.

The third group of people in the 12th century  
was the Normans. They were a group of people  
from Normandy who had settled in England.  
They were known for their military power and  
their ability to control the country.

The fourth group of people in the 12th century  
was the French. They were a group of people  
from France who had settled in England.  
They were known for their military power and  
their ability to control the country.

### III. REFINING AND USING GOALS

The purpose of the Urban Design Plan is to provide a basis for action that will move San Francisco toward the goals (preliminary) set forth in this report.

- I. To provide a safe, clean, and comfortable environment for all citizens.
- II. To provide a basis for individual orientation within the City.
- III. To offer a variety of pleasing environments suiting various individual needs.
- IV. To create a pleasing urban development harmonious with the natural setting and significant views of the City.

The goals are of equal importance. But the order in which they are presented reflects that, for many, the goal for a safe, clean, and comfortable environment must be basically satisfied before people can be concerned over orientation, variety, and beauty in the environment.

It should also be noted that the objectives and policies will provide guidelines to assess specific urban design recommendations for their contribution to the general goals.

Although the technique of developing criteria for measuring the significance of proposals has not been fully refined, setting objectives and policies is an important first step toward this essential planning function.

Finally, the appropriateness of these general goals, objectives, and policies -- as well as the suggested actions

È possibile che il primo esempio di analisi di un documento sia stato quello di un rapporto di servizio della polizia di Milano, redatto nel 1822, e intitolato "Rapporto sulla vita quotidiana dei contadini". Il rapporto è stato redatto da un agente della polizia, che si era recato in campagna per conoscere le condizioni di vita dei contadini. Il rapporto descriveva la vita quotidiana dei contadini, i loro costumi, le loro abitudini, le loro abitazioni, le loro attività, ecc.

Questo rapporto è considerato uno dei primi esempi di analisi di un documento.

Un altro esempio di analisi di un documento è il "Rapporto sulla vita quotidiana dei contadini", redatto da un agente della polizia di Parigi.

Il rapporto descriveva la vita quotidiana dei contadini, i loro costumi, le loro abitudini, le loro abitazioni, le loro attività, ecc. Il rapporto era molto dettagliato e forniva molti dati utili per comprendere la vita quotidiana dei contadini. Il rapporto era molto dettagliato e forniva molti dati utili per comprendere la vita quotidiana dei contadini.

Un altro esempio di analisi di un documento è il "Rapporto sulla vita quotidiana dei contadini", redatto da un agente della polizia di Parigi. Il rapporto era molto dettagliato e forniva molti dati utili per comprendere la vita quotidiana dei contadini. Il rapporto era molto dettagliato e forniva molti dati utili per comprendere la vita quotidiana dei contadini.

Un altro esempio di analisi di un documento è il "Rapporto sulla vita quotidiana dei contadini", redatto da un agente della polizia di Parigi.

described -- will be tested periodically in the course of preparing the Urban Design Plan for the City. As new knowledge in practical application suggests adjustments, the current set of policies will be modified. Ultimately, the general policies will be incorporated into the final Urban Design Plan and into the Comprehensive Plan for the City.



## QUESTIONNAIRE

Would you take a few minutes longer to help us improve the statement of Urban Design Goals, Objectives, and Policies presented in this report? On this page (or on your own stationery if you wish) please answer the following questions:

1. Are there any goals, objectives, or policies that you feel should be added? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
2. Which of the goals, objectives, and policies in this report do you think are most important? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
3. Would you change the wording -- to make it stronger, weaker, or more specific -- of any of the statements in this report?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
4. In your opinion should any of the goals, objectives, and policies in this report be eliminated? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Please send your answers to:

Allan B. Jacobs, Director  
Department of City Planning  
100 Larkin Street  
San Francisco, California 94102

120

and the first time I have seen it. It is a small tree, about 10 ft. tall, with a trunk 6 in. in diameter. The bark is smooth, greyish brown, and has a few short, thin, horizontal lenticels. The leaves are opposite, simple, elliptic-lanceolate, 4 in. long, 1 in. wide, acute at the apex, rounded at the base, with a prominent midrib and several prominent veins. The flowers are white, bell-shaped, 1 in. long, with five petals. The fruit is a small, round, yellowish orange, 1 in. in diameter, with a single seed.

The plant is found in a forest near the village of Caracol, in the State of Santa Catarina, Brazil, at an altitude of about 5,000 ft. above sea level. It is a rare species, known only from this locality.

C. L. Shantz











